TOWN OF BONNYVILLE
GENERAL MUNICIPAL PLAN
1987

This Document is subject to amendment by the Town of Bonnyville. Amendments, if any, can be obtained from the Town of Bonnyville.

BY-LAW NO. 958-87
OF THE
TOWN OF BONNYVILLE

"THE TOWN OF BONNYVILLE GENERAL MUNICIPAL PLAN BY-LAW"

BEING A BY-LAW OF THE TOWN OF BONNYVILLE IN THE PROVINCE OF ALBERTA TO ADOPT THE GENERAL MUNICIPAL PLAN FOR THE TOWN OF BONNYVILLE.

WHEREAS the Council of the Town of Bonnyville has appointed the Department of Municipal Affairs to assist them in the preparation of a general municipal plan to describe the manner in which the future development or re-development of the Town of Bonnyville may best be organized and carried out;

AND WHEREAS a general municipal plan has now been prepared on the basis of surveys and studies of land use, population growth, the economic base, transportation and communication needs, public services and such other relevant factors;

THEREFORE the Council of the Town of Bonnyville under the authority of Section 61(1) of the Planning Act, R.S.A. 1980, as amended, hereby enacts as follows:

1. This By-Law may be cited as "The Town of Bonnyville General Municipal Plan By-Law".
2. This By-Law may be amended by By-Law in accordance with the Planning Act.

Read a first time in Council on the 24 day of March 1987.
And advertised on the 30 day of March 1987 and the 6 day of April 1987 in the Bonnyville Nouvelle.
Public Hearing held at the Town Hall Council Chambers on the 14 day of April 1987.
Read a second time the 14 day of April 1987.
Read a third time and finally passed this 14 day of April 1987.

MAYOR

TOWN MANAGER

TABLE OF CONTENTS

		Page
PART I	BACKGROUND	1
PART II	POPULATION	4
PART III	TOWN GOALS	6
PART IV	RESIDENTIAL LAND DEVELOPMENT AND HOUSING	7
PART V	PARKS AND OPEN SPACE	13
PART VI	INDUSTRIAL LAND USE AND DEVELOPMENT	16
PART VII	COMMERCIAL LANDS AND DEVELOPMENT	19
PART VIII	INSTITUTIONAL LAND USE AND HISTORIC SITES	24
PART IX	TRANSPORTATION	25
PART X	UTILITIES	28
PART XI	IMPLEMENTATION	31

MAPS

1. Location 2
2. Long Term Development Pattern 3
3. Residential Development 9
4. Parks and Open Spaces 14
5. Future Industrial Development 17
6. Downtown Planning Concepts 20
7. Proposed Road Network 26

APPENDIX

PART I
Background

PART I – BACKGROUND

1. Introduction

The Town of Bonnyville is located in the Lakeland Region of Northern Alberta, 250 kilometres northeast of Edmonton. Traditionally an agricultural service centre, the Town has grown substantially since 1975 as a result of heavy oil exploration and development.

The Town has been actively planning for growth and change. A general municipal plan was prepared in 1978 and adopted in 1979. It was reviewed in 1982 at which time several amendments were made. Specific land use controls were implemented through the Land Use Bylaw, adopted in 1979 and amended several times since that date.

This general municipal plan was prepared during 1986 by a committee of town councillors, staff and members at large, with the assistance of Alberta Municipal Affairs. Research included a questionairre sent to a sample of town residents and a social studies junior high school project.

2. Purpose of the Plan

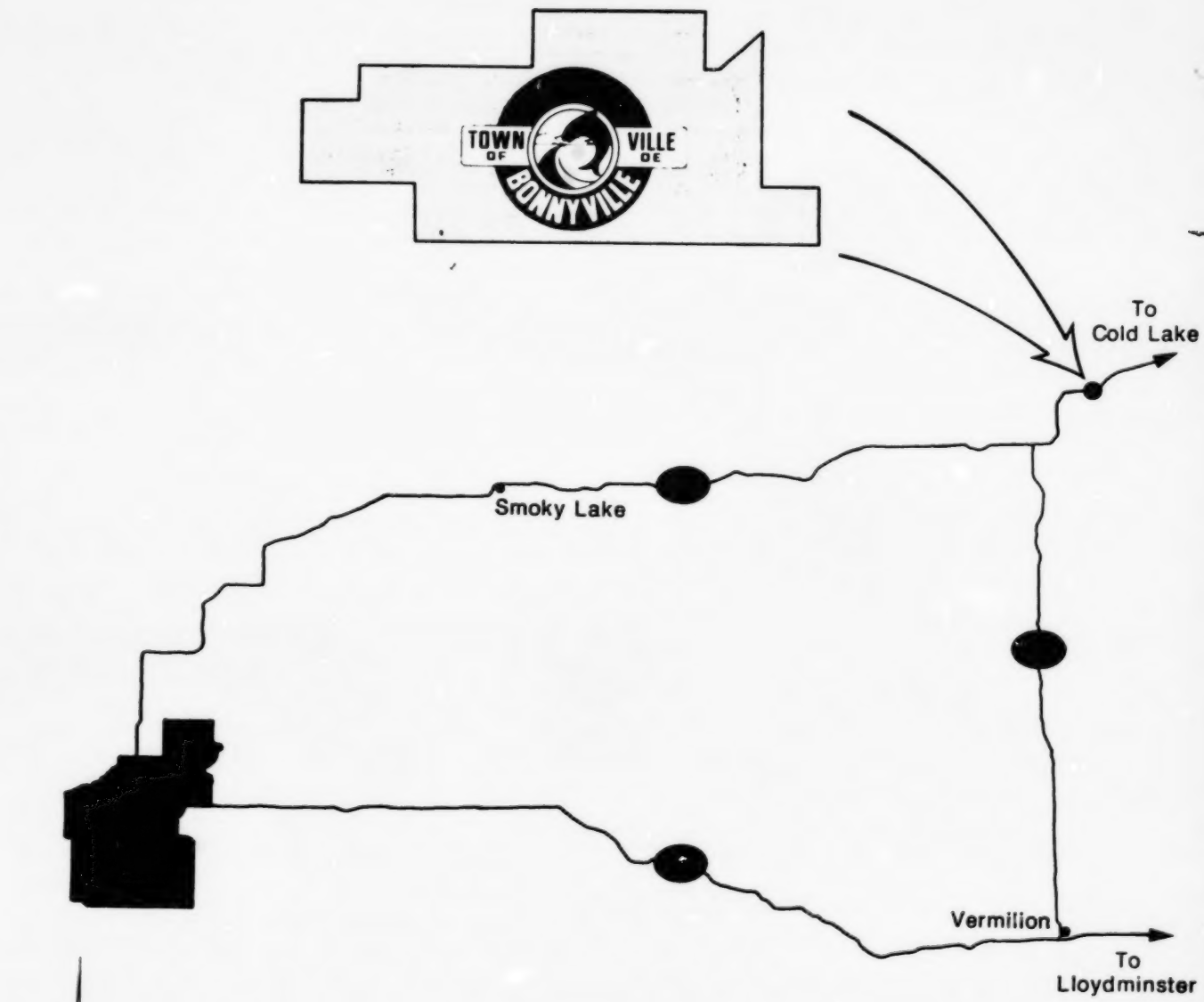
THE PURPOSE OF THIS GENERAL MUNICIPAL PLAN (GMP) IS TO PROVIDE A FRAMEWORK FOR TOWN OF BONNYVILLE DECISION MAKING AND ACTION. The plan contains policy statements and, where appropriate, action programs. Policy statements will be used and adhered to by Town officials, elected and appointed, when dealing with a variety of planning and development situations. "Action programs" will be implemented on an annual basis as part of the municipal budgeting process. The general municipal plan is an official legal document, adopted by the Town of Bonnyville, under authority given by the Planning Act.

3. Scope of the Plan

THE QUESTION OF "HOW LONG TO PLAN FOR" IS AN ESPECIALLY DIFFICULT ONE IN A COMMUNITY WITH A FUTURE SO AFFECTED BY RESOURCE DEVELOPMENT. The approach used in this general municipal plan is for the Town to focus on the five and ten year horizons, that is 1991 and 1996. A major plan review should occur in 1990-1991, when the planning horizons will become 1996 and 2001, thus allowing adequate time for program adjustments.

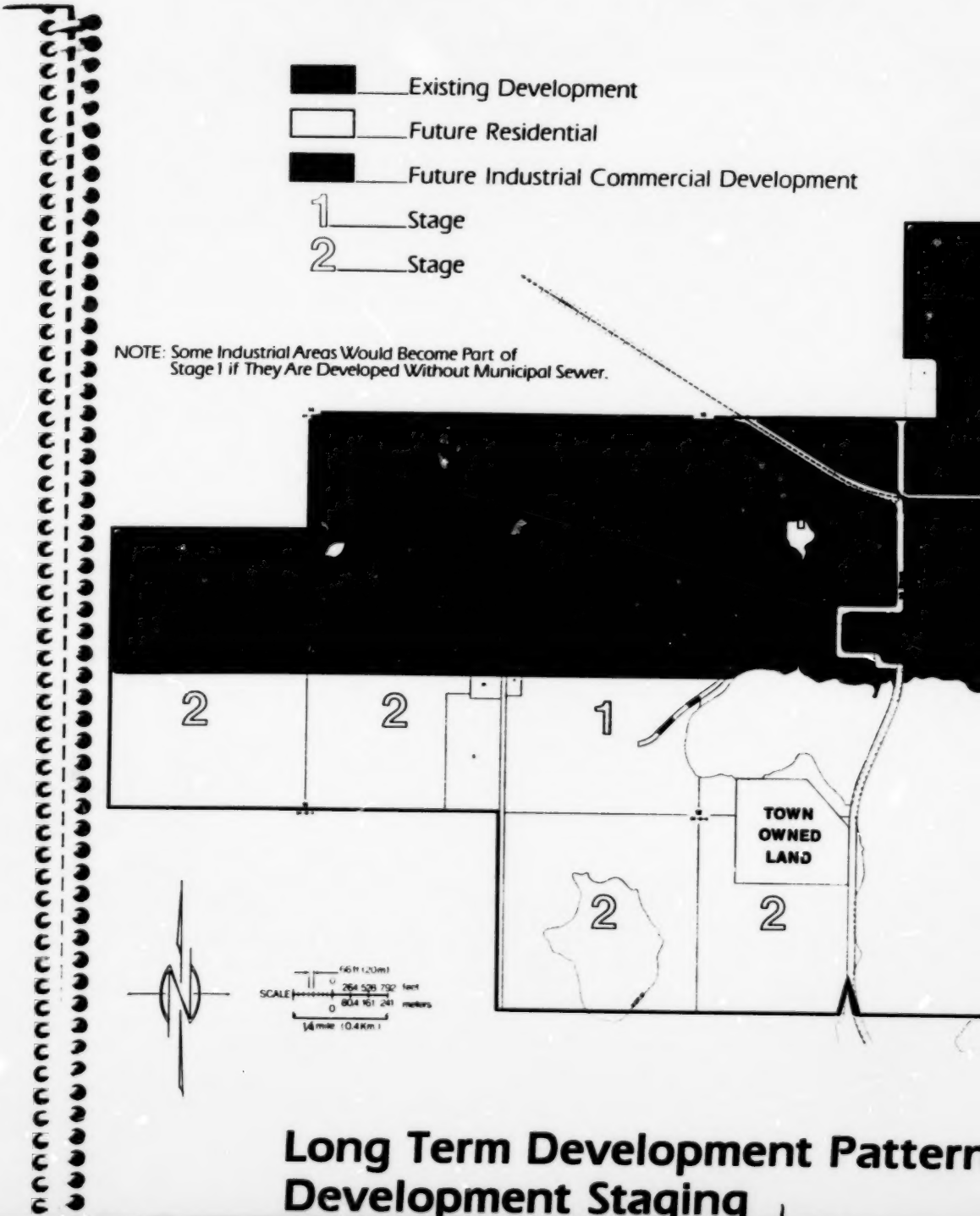
There are almost 22 quarter sections within the Town boundaries excluding Jesse Lake, and approximately one-half of this land is fully developed. This leaves ample land available for future urban development during the planning period. The long term development pattern has been established for some time and is shown on map 1. This plan will concentrate on the Town's efforts to manage the growth that will take place and how to make such growth a benefit to existing and new residents alike.

Map 1



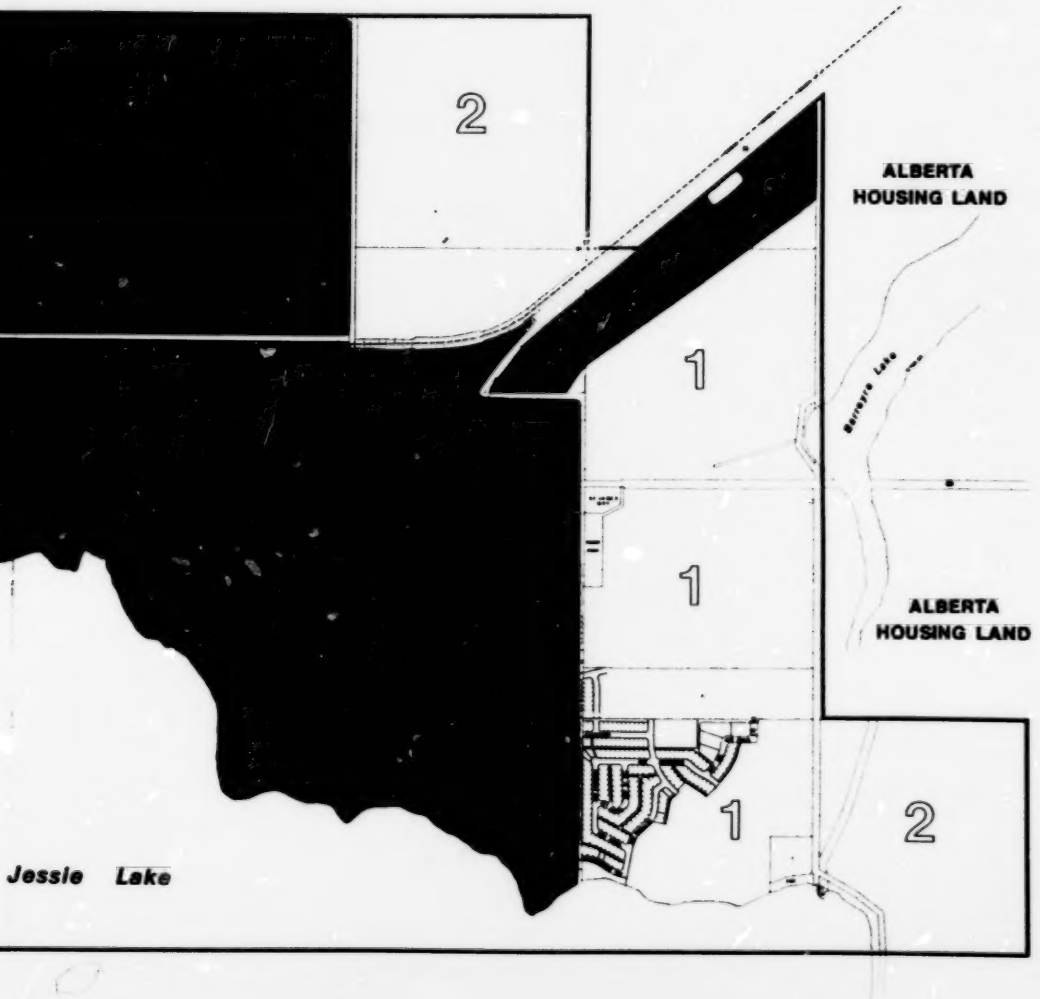
Regional Setting

TOWN OF BONNYVILLE
GENERAL MUNICIPAL PLAN



Long Term Development Pattern
Development Staging

Map 2



TOWN OF BONNYVILLE
GENERAL MUNICIPAL PLAN

PART II
Population

TOWN OF VILLAGE
BOURNVILLE

PART II – POPULATION

1. Brief History

The Bonnyville area was first surveyed for homesteads in 1902. Many of the early settlers were French Canadians, while others were of British, Scandinavian and Eastern European origins. The railroad reached Bonnyville in 1927. In 1929 the settlement was incorporated as a village and in 1948 as a town when it had just over one thousand people.

The area around Bonnyville is one of mixed farming with the major products being beef, dairy goods and cereal crops. Since the mid 1970's resource exploration and the development of the Cold Lake heavy oil deposits have played a major role in the towns growth.

2. Population Growth and Change

Understanding what has happened to the Bonnyville population in the past and what may occur during the planning period is an important part of the general municipal plan exercise.

As of June 1986 Bonnyville had a population of 5575. This represents more than a tripling of the 1961 population (1736) and more than a doubling of the 1971 population (2584).

Between 1961 and 1977 the Town grew at an average annual rate of between four and five percent, with a high of 7.6% (1974-75). Such growth rates are substantial for an Alberta town; two percent is often considered to be average, and anything over five percent is considered to be "significant".

Since 1978 the population has increased an average of 7.5% annually with a high of 17.6% (1978-79). Details of the population growth can be found in the Towns annual census reports.

With this growth activity several trends in the make up of the population can be identified.

- The proportion of older persons in the town is declining gradually, though the absolute numbers in this age group are still increasing.
- The proportion of the population who were actually born in town is continuing to decline.
- The proportion of Bonnyville residents (labour force) who actually work in Bonnyville is declining. This emphasizes the importance of Bonnyville as a regional service centre.

These trends have been kept in mind as part of the Plan deliberations.

Bonnyville's population growth has been and will continue to be heavily influenced by the cyclical nature of the resource economy on which much of the regional activity is based. During the late 1970's many projections were done for Bonnyville. Estimates for a 1985 population varied from 6000 to 15,000. All of these projections were, of course, dependent on the development of the Esso heavy oil project and other regional resource growth.

3. Projections

Carrying out a population projection for Bonnyville is therefore a difficult task. Even so, in order to set up and implement a long range planning program it is important for the Town to have some idea of future population levels.

The growth of Bonnyville is dependent on several inter-related factors:

- The timing and magnitude of oil related development.
- The amount of service industry (including government functions) that the town is able to attract.
- The proportion of local area growth that occurs within the Municipal District of Bonnyville (including hamlets).
- The availability and price of housing (owner occupied and rental).
- The proportion of regional population growth the town is able to attract.

Remembering the criteria set out above and the experience of the 1970's and early 1980's two population projection methods could be used.

METHOD A – EXPECTED JOBS

This projection is based on the actual number of jobs proposed for the area (September 1985;) with allowances for the number of service sector jobs, the number of dependants, the number of jobs to be filled locally, the birth rate and the choice of residence location by immigrants. At present we can assume that such projection levels will only be reliable with a active resource sector.

Such a method, based on the expansion of heavy oil activities yields a June 1991 projection of 7809, or approximately a 7% average annual growth rate.

In late 1986 it appears that the such population levels would only result from five years of active heavy oil development.

METHOD B – AVERAGE ANNUAL GROWTH RATES

With the uncertainty in the resource sector a more appropriate method for the Town to project its future population appears to involve annual growth rates. In times of increased regional activity the town can be expected to reach average annual growth levels of above 5%. Without above average regional activity the 2.5% level may be more realistic.

	Actual Population		Projected Population			
1986	5575	Growth Level	2.5%	5%	7.5%	10%
1991			6306	7035	8166	9266
1996			7135	8977	11,451	16,745

PART II
Town Goals

TOWN OF BONNYVILLE VI

PART III – TOWN GOALS

The Town of Bonnyville is in a difficult planning situation, as are many communities whose future is resource-related. Uncertainty is high surrounding the town's future. Plans must be made based on possible growth and development; yet it must not be forgotten that these projections may never be reached.

This general municipal plan focusses on the present and future use of land within the town. To evaluate what is desired in land use planning and development the Town recognizes that there are a variety of factors involved in any one issue and that to achieve a desired land use pattern the Town must pursue some general planning goals. It further recognizes that the land use planning process is tied to the towns social and economic future.

THE TOWN OF BONNYVILLE RECOGNIZES THAT:

1. TOWN GROWTH SHOULD BE PLANNED AND REGULATED SO AS NOT TO PUT EXCESSIVE PRESSURE ON THE FINANCIAL CAPABILITIES OF THE COMMUNITY.
2. PLANNING AND DEVELOPMENT OF INFRASTRUCTURE LEVELS AND COMMUNITY FACILITIES SHOULD KEEP PACE WITH TOWN GROWTH.
3. THE DIVERSIFICATION OF THE LOCAL ECONOMY, THE ATTRACTION OF NEW INDUSTRIES AND NEW EMPLOYERS AND THE PROVISION OF JOBS TO RESIDENTS OF ALL AGES IS OF MAJOR IMPORTANCE TO THE COMMUNITY. THE TOWN HAS A ROLE TO PLAY IN THE ACHIEVEMENT OF THIS GOAL.
4. THE ORDERLY DEVELOPMENT OF THE TOWN SHOULD BE ENCOURAGED THROUGH PRIVATE ENTERPRISE, WITH THE TOWN ACTIVELY PARTICIPATING IN THE MARKET PLACE WHEN THE NEEDS OF SPECIFIC SEGMENTS OF THE POPULATION ARE BEING OVERLOOKED.
5. QUALITY OF LIFE ISSUES ARE IMPORTANT TO TOWN RESIDENTS. THESE INCLUDE AN ATTRACTIVE AND FUNCTIONAL DOWNTOWN AREA AND THE PROVISION OF EDUCATION OPPORTUNITIES, PLEASANT RESIDENTIAL ENVIRONMENTS AND RECREATIONAL OPPORTUNITIES.
6. THE COMMUNITY SHOULD BE INVOLVED IN THE PLANNING PROCESS.
7. PLANNING REQUIRES A BALANCE BETWEEN "CONCERN OVER GROWTH", THAT IS ACCOMMODATING NEWCOMERS, AND IMPROVING THE QUALITY OF LIFE FOR EXISTING RESIDENTS.

PART IV
Residential Land Development and Housing

TOWN OF BONNYVILLE
VILLE DE BONNYVILLE

PART IV – RESIDENTIAL LAND DEVELOPMENT AND HOUSING

Background

Bonnyville has had to cope with high growth rates in the 1976 to 1986 period. This has resulted in new home construction rates which were among the highest in the province.

Total Number of Dwelling Units 1976 - 920
1986 - 2064

Number of new dwelling units (permits issued) (Source Statistics Canada)

1976 - 96	1979 - 312	1982 - 16	1985 - 115
1977 - 128	1980 - 55	1983 - 54	1986 - 21
1978 - 299	1981 - 17	1984 - 91	

Most of this new construction occurred in the southeast section of the community and apartment construction accounted for more than 40 percent of the new units.

If the town population continues to grow at a rate similar to the past ten years, a substantial number of new housing units will be required to accommodate the expanding population. Even when the population is not growing some new units may be required, especially considering the fact that the number of persons per occupied dwelling has dropped from 3.3 to 2.8 (since 1977) and national trneds indicate that this will continue, though at a reduced pace.

The Town's involvement in the provision of housing to its residents is mainly throught the encouragement and approval of residential subdivisions, the signing of development agreements with respect to the development of these subdivisions, the review of development proposals and the issuance of development permits.

ISSUE A – LOT SUPPLY

The demand for residential lots will depend greatly on the resource economy of the area. The Town should be prepared to accommodate periods of substantial growth, yet it must also be careful not to create an oversupply which could be a hardship on taxpayers and developers. Population growth resulting from expansion of the resource sector often occurs over a short time period and requires a rapid response from the Town and the development industry.

The following table shows an estimate of the number of new dwelling units the town might require at a variety of population levels and how much land would be required to accommodate those dwellings.

POPULATION	NEW HOUSING UNITS REQUIRED*	APPROXIMATE ACRES REQUIRED **
6000	152	38
7000	509	123
8000	866	216
9000	1223	305
10,000	1580	394
11,000	1437	483
12,000	2294	572

* Above 1986 number, assuming 2.8 persons/unit
** assuming 4 units/net acre

Policy 1

The Town believes that it is both economical and beneficial to encourage new residential development to take place where the provision of water and sewer services are least expensive, and where maximum benefit will be made of existing utilities.

The Town will divide up future residential areas into Phase I and Phase II (see map 2). During the period 1986 to 1995 subdivision and residential development will take place in Phase I where there is more land than is required to satisfy the estimates mentioned and still allow for competition and flexibility.

Lands designated as Phase II are relatively costly to provide with municipal water and sewer. The Town will discourage development in these areas during the planning period.

Policy 2

Notwithstanding the above mentioned Policy 1, the Town believes that the growth pattern must have regard for such matters as the utilization of schools and the continuation of the downtown as the focus of the community. Every effort will therefore be made to balance growth between the eastern and western parts of the community.

Policy 3

The Town will attempt to continually have one years supply of residential lots available and the following years supply in the advanced planning stage. In the fall of each year an analysis of the following two years needs will be prepared by staff and reviewed by the Planning and Development Committee. In the event of a shortfall the Town will strongly consider the development of land which it owns.

Policy 4

The Town will continue to conduct regular census to monitor population growth, change in age/family structure, and housing related statistics.

ISSUE B – TOWN OWNED LANDS

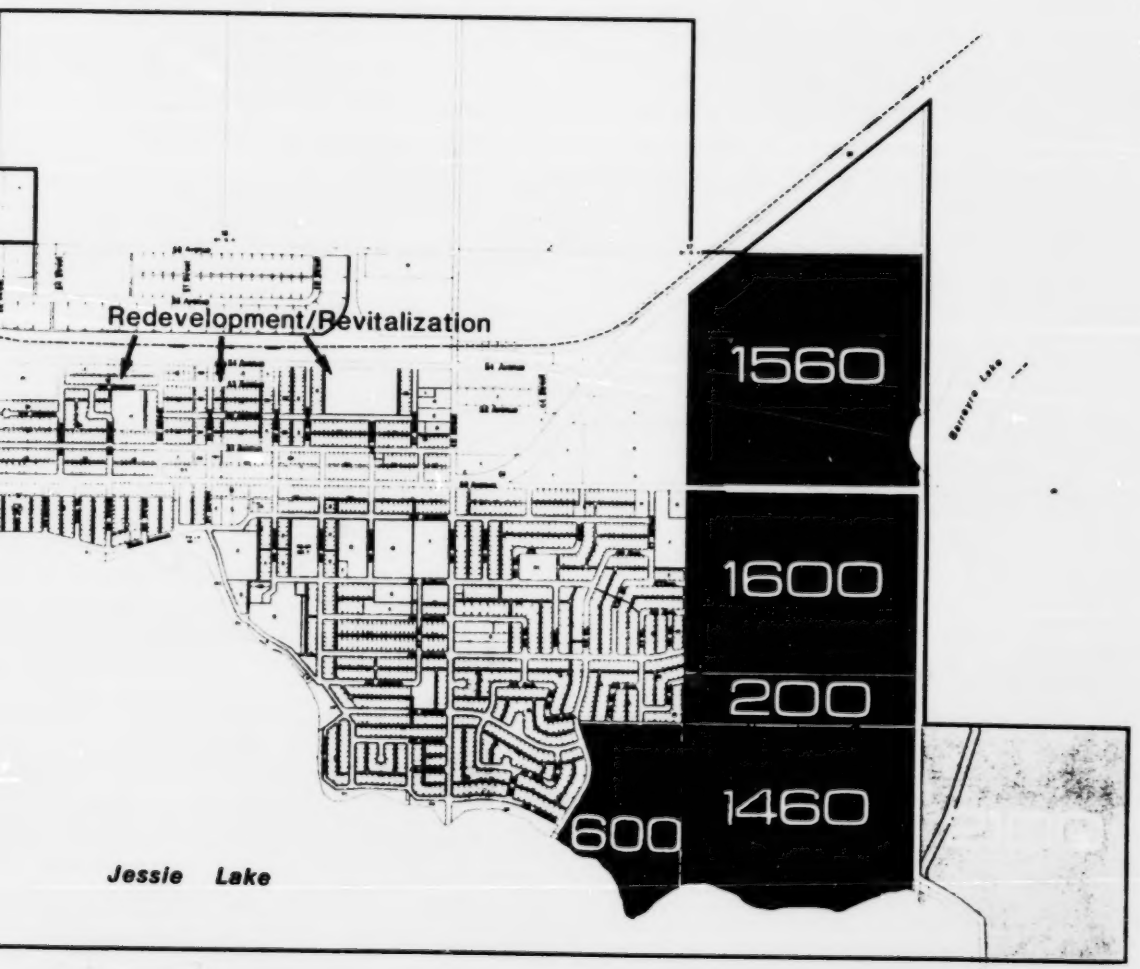
The Town of Bonnyville owns land which can accommodate over 500 units using standard densities. This land is in the above-mentioned "Phase I" area. The Town should decide when this land will be developed and how much should be developed at one time.

Policy 1

The Town will review the status of its lands as part of the annual analysis of lot availability. If development of Town lands can take place economically and is required in terms of price and supply then the Town will proceed with phased residential development. The price of lots offered by the Town will reflect land servicing and replacement land costs, as well as any social goals which the Town might wish to pursue.

Residential Development

Map 3



TOWN OF BONNYVILLE
GENERAL MUNICIPAL PLAN

ISSUE C – APARTMENT CONSTRUCTION

In times of rapid population increase the need for apartment construction is greatest. Yet apartment construction is dependent on interest rates and rent potential. In the 1976-1984 period over 40% of new units have been in the form of apartments. Some of the concentrations of high density development have caused community concern. The Town should determine, in advance of development, the appropriate location and scale of apartment construction.

Policy 1

In outline plan areas sites must be set aside for apartment construction. The number of sites will be determined by the developer in conjunction with the Town, considering such factors as proximity to parks, schools, major arterials and density of development.

ISSUE D – TIMING OF DEVELOPMENT

The development industry is often slow to respond to the Towns housing needs in times of rapid population growth.

Policy 1

The Town will encourage residential development to take place by showing a willingness to consider new planning concepts and a flexability in development guidelines where justification is provided.

ISSUE E – CORE RESIDENTIAL DEVELOPMENT

New residential development has mostly occurred in the outlying areas of the town. Yet there is a need and desire on the part of many Bonnyville residents to live closer to the downtown, or within the downtown area. The Town needs to take steps to encourage residential development in the core of the community.

Policy 1

The Land Use Bylaw will be amended to make the construction of multi-family units a discretionary use in the "fringe " area of the downtown (see also part VII).

Policy 2

The older area north of the downtown is classified as "RDC - Residential Direct Control" in the Land Use Bylaw. The major thrust of this area is one of revitalization and housing improvement. The Land Use Bylaw will be amended to clarify the intention of the district.

Policy 3

The Town will promote the construction of new senior citizen housing within the older area north of the downtown.

Policy 4

The older area will be used to encourage innovative housing design. Streets and lanes will be considered for closure. No residential development or redevelopment will have direct access onto 54 avenue or 46 street. All residential development or redevelopment will be suitably buffered from 54 avenue or 46 street by landscaping, fencing and other techniques.

Policy 5

Street and sidewalk improvements in the older area will be given priority by Town Council.

ISSUE F – NEIGHBOURHOOD DESIGN AND QUALITY OF LIFE

There is a great desire on the part of Bonnyville residents to maintain the high "quality of life levels" in new residential areas. Residents are pleased with the layout of residential areas, access to recreational/educational facilities and the improved environment around Jesse Lake.

Policy 1

Every attempt will be made not to locate residential development adjacent to industrial or commercial development. When this cannot be avoided adequate buffering will be provided by the industrial/commercial use.

Policy 2

Neighbourhoods will focus on centrally located and accessible school sites or community facilities, the location of which will be finalized during outline plan preparation. The focal point will be accessible to all parts of the neighbourhood by means of roadways and pedestrian pathways.

Policy 3

New subdivision proposals will demonstrate minimal destruction to the natural environment and where possible natural features will be preserved and used to enhance new developments.

Policy 4

Each quarter section will support a maximum overall residential density of 15 units per gross hectare (6 units per acre).

Policy 5

In new subdivisions apartment buildings should be clustered to some degree, be located adjacent to school and park areas and have direct access to collector roadways.

Policy 6

Mobile homes will not be permitted to infill on single family lots or to locate in commercial or industrial areas.

Policy 7

In principle the Town wishes to see residential subdivisions with lanes. However, in some areas laneless subdivision will be permitted. When such proposals are made their advantages must be demonstrated.

ISSUE G – HOUSING PROGRAMS

In the past Bonnyville has provided housing for a number of town residents through a variety of government programs. There is a continual need for more senior citizen housing, "low income housing" and "relocation program" housing. The Town is having difficulty meeting these needs.

Policy 1

The Town will continue to request the Provincial authorities to approve new construction of senior citizen, low income and transitional housing and will request that some new construction take place within the older area adjacent to the downtown.

ISSUE H – DUPLEX LOTS

The Town has a substantial number of undeveloped lots which have been designated specifically for duplex use.

Policy 1

The Land Use Bylaw will be reviewed with a view to reducing the number of duplex lots. The demand for duplex lots will be carefully scrutinized as the design for new residential areas are approved. The Town will encourage the use of "Duplex lots" for detached residential development.

ISSUE I – VACANT LOTS

Within areas of the town which have been developed since 1977 there are a substantial number of vacant residential lots, a large portion of which are located adjacent to or across from developed or undeveloped (but designated) apartment sites. This is not an efficient land use pattern since the land is serviced but generates little revenue and some intervention should be considered.

Policy 1

As part of the Land Use Bylaw review consideration will be given to the rezoning of the following areas to a less intensive use.

- west side of 42nd Street, between Lakeshore Drive and 43 Avenue.
- south side and north side of 43 Avenue east of 42nd Street.

ISSUE J – SMALLER LOTS

From time to time the Town is approached by land developers with a request to reduce minimum lot size and frontage requirements in order to reduce housing costs.

Policy 1

The Town has studied such proposals and believes that lot sizes should not be any less than the current 50 foot (16 metres) frontage standard. The Town believes that smaller lots sill substantially reduce the quality of the residential environment without savings for the consumer.

PART V
Parks and Open Space

TOWN OF BONNYVILLE
VILLE DE BONNYVILLE

PART V – PARKS AND OPEN SPACE

Background

Bonnyville has a number of parks and a wide variety of recreational facilities scattered throughout the community. This includes the park area along the Jesse Lake shore. The provision of a municipal recreation service to the town and surrounding area involves three basic aspects: the acquisition of the required land; the construction of capital facilities; and program operation. The Bonnyville Recreation Master Plan (1986) examines each of these areas, but concentrates on the latter two. The general municipal plan will deal more with the provision of land for parks and recreation facilities and will therefore compliment the Master Plan.

Bonnyville acquires most of its open space/parkland/school sites through the subdivision process. When a subdivision takes place ten percent of the land in question is normally turned over to the Town and designated as "municipal-school reserve." The Town inturn uses this land for park space or for school sites. The Town and school authorities have agreed (Municipal School Agreement) on how reserve lands will be allocated. The Town also may acquire title to "undevelopable land" called "environmental reserve" at the time of subdivision. This land must remain in its natural state.

ISSUE A – LARGE SITES

The Recreation Master Plan proposes that major recreation facilities, that is those which service the entire town, be centralized at the Bonnyville Pool and the Agriplex. If such is not possible however, it is recommended that another large site should be secured. The only large site which the Town has is located in "NW 12" on the west side of Jesse Lake.

Policy 1

The full ten percent dedication of developable land will be required in every residential subdivision application.

Policy 2

The Town will use any reserve allocation to build up large sites which will have the potential to be used for schools or for major recreational facilities. The speed at which such required sites can be created, however, depends on the level of development activity and therefore the Town may have to acquire the required sites by other means.

ISSUE B – NEW PARK SIZES

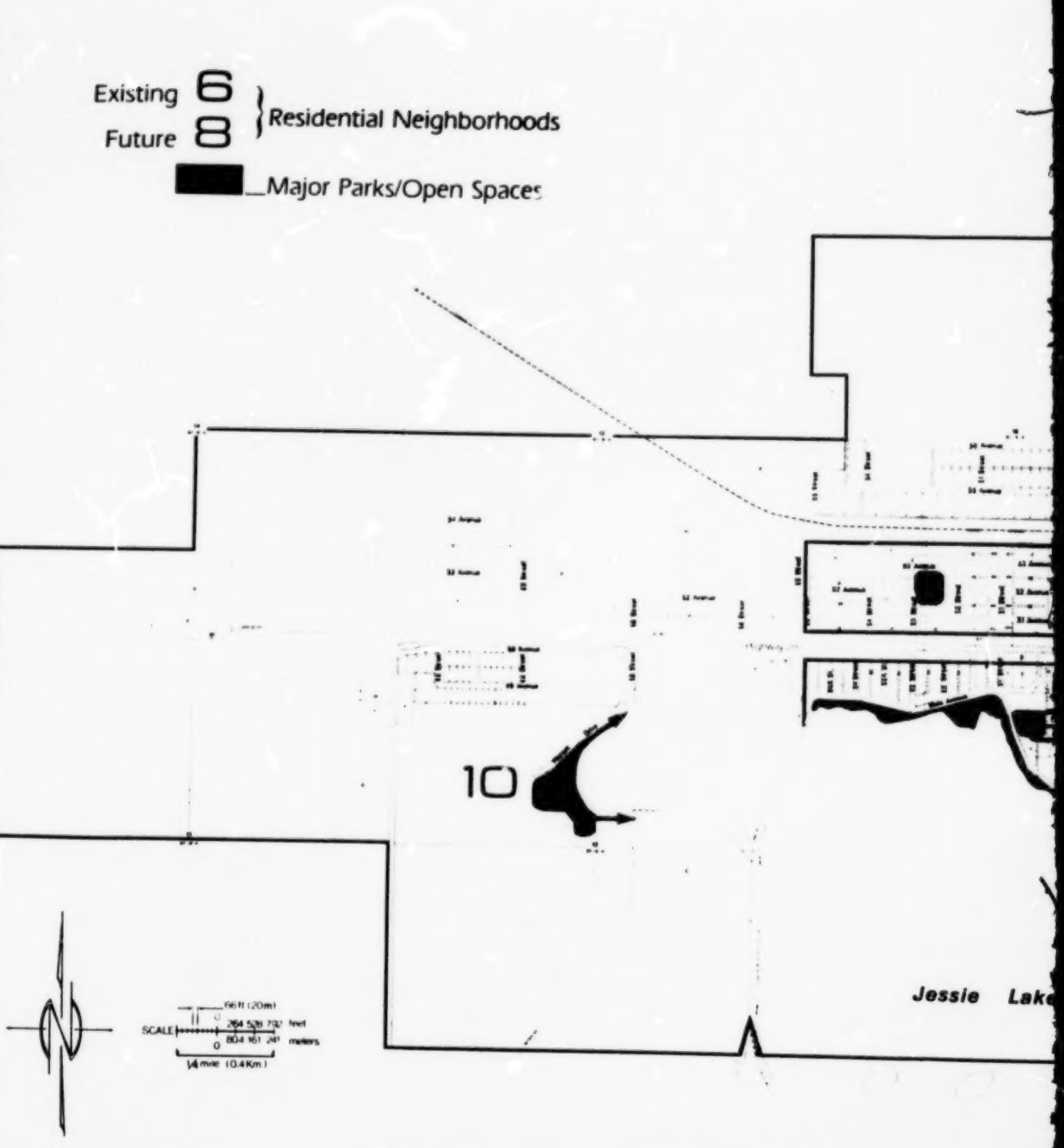
The Recreation Master Plan divides the town into six neighbourhoods (see map 3). More neighbourhoods will develop as the town grows. Each neighbourhood should have adequate park space.

Policy 1

Each neighbourhood should have one major park (5 to 7 acres/1000 people) which should be within 1000 metres of all residences. This focal point will be planned with the design of the neighbourhood, will be provided from the reserve dedication, and will be in addition to any school requirements.

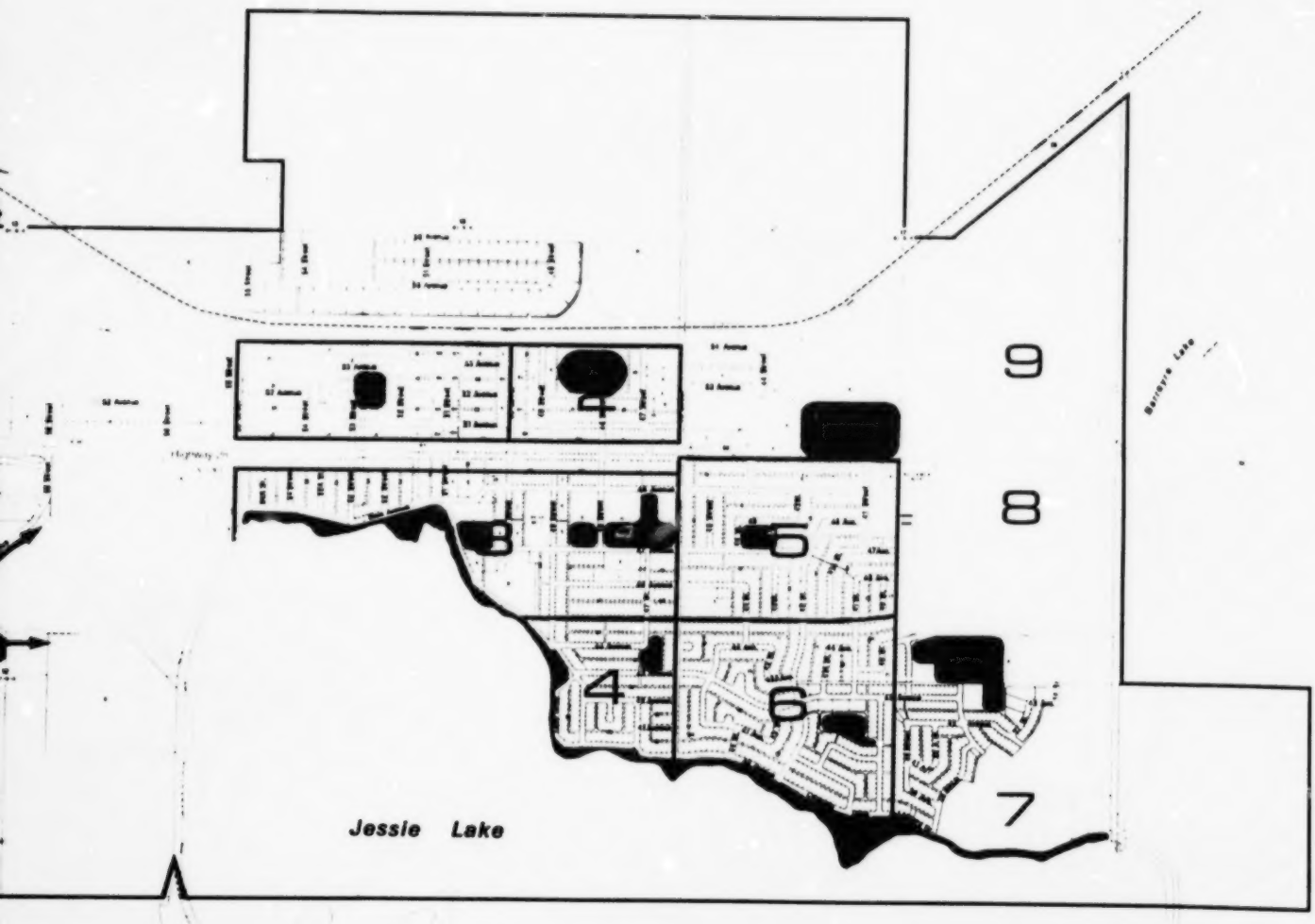
Policy 2

The Town will discourage the creation of smaller parks/tot lots in new neighbourhoods. These have been found to be impractical, unpopular and uneconomical.



Parks and Open Spaces

Map 4



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TOWN OF BONNYVILLE
GENERAL MUNICIPAL PLAN

ISSUE C – VACANT RESERVE PARCELS

The Town has a number of small unused reserve parcels which it is unable to develop and which have become eyesores.

Policy 1

The Town will pursue the disposal of unused reserved parcels in neighbourhoods 5 and 6.

ISSUE D – THE LAKESHORE

Using both environmental reserve and municipal reserve the Town has developed a continuous open space area along the shore of Jesse Lake. The Town must decide if it should continue to acquire land in this area.

Policy 1

Through reserve dedication, municipal ownership of the lakeshore will be retained, ensuring public access to it.

Policy 2

Where possible other park areas in the community will be linked to the lakeshore area.

ISSUE E – NEW SCHOOL SITES

Bonnyville provides school sites for the Lakeland Public and the Lakeland Separate School boards which accommodate students from the town and the surrounding area. Needs for new school sites are based on a combination of factors including population growth and student growth in the town and the Municipal District, the capacity of the existing schools and their physical condition, as well as changes in educational needs and philosophy. During 1987 a new elementary school will be built in the east end of town. The major task facing the Town in this area during the planning period will be the location of a possible new high school.

Policy 1

The Town, in conjunction with the school authorities, will evaluate three possible sites for a new high school.

- the reserve area at the west end of Jesse Lake
- the reserve area in the Dicorp subdivision (S.E. 17)
- reserve area in the Desolets quater (N.E. 8)

If possible, the new high school will be located in a residential area.

PART VI
Industrial Land Use and Development

TOWN OF BONNYVILLE
VILLE DE BONNYVILLE

PART VI – INDUSTRIAL LAND USE AND DEVELOPMENT

Background

The Town of Bonnyville and local landowners and developers were quick to react to the need for industrial land* during the oil boom of the 1970's. Five major industrial areas were planned and three of these areas were actually serviced and developed. These are in the north and west areas of the community. As of June 1986 approximately 550 acres of undeveloped land was designated for industrial (and secondary commercial) use. This includes some 230 acres which are serviced or easily servicable.

Estimating the amount of industrial land that Bonnyville might require over the 1986-1996 period is a difficult task. The best estimate which can be used is that Bonnyville will require 6 gross acres of industrial land for each increase of 100 in the population. This is based on comparative figures for other Alberta towns. If the town was to grow to a population of 11,000 it would require 360 more acres of industrial land. The industrial land situation is therefore adquate, in terms of land availability, for the planning period.

ISSUE A – LAND AVAILABILITY

Although the Town has a substantial amount of land designated for industrial use, this does not ensure that it will be ready for development when required. New industries require lots almost instantly in times of rapid growth. Furthermore, there are a substantial number of 0.5 to 2.0 acre lots, but recently parcels in the vicinity of 5.0 acres have been required. It is therefore difficult for the Town to anticipate the exact size needs of a prospective user. There is also an apparent demand for industrial lots with reduced levels of municipal services.

Policy 1

Outline plans (design schemes) for industrial areas will not have to show detailed lot sizes. In this way individual lots can be approved as required, yet with a short approval period. Municipal services can be extended as required and development permits issued as quickly as possible.

Policy 2

The Town will encourage the establishment of a large lot industrial area with a reduced level of municipal services. This area will be located in the northwest area of town where conventional servicing is the most difficult/costly (see map 3). The required services will include power, water, gravel roads, storm drainage and minimum street lighting.

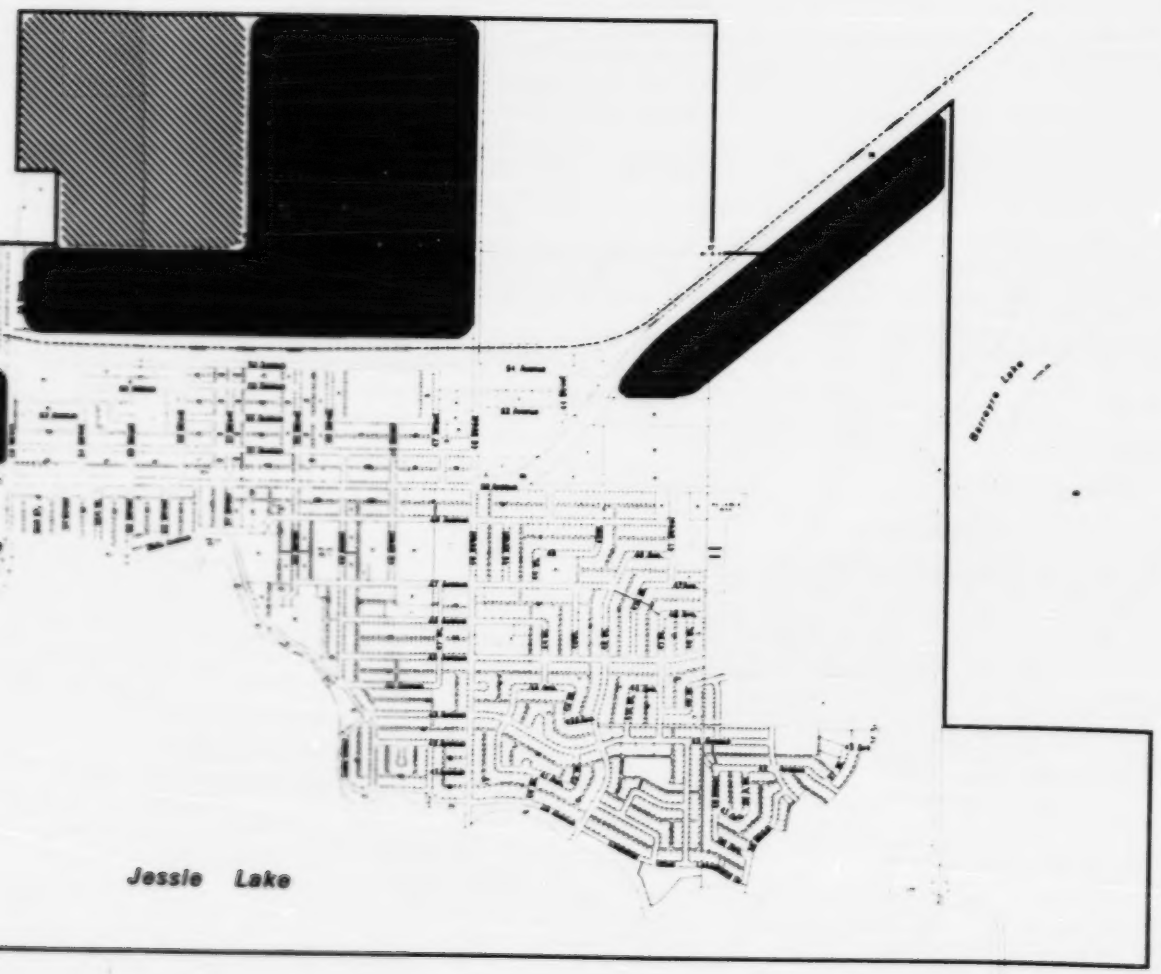
* The term industrial land is used broadly here. It includes both heavy industrial land and secondary commercial land which accommodates businesses requiring more land than can be provided downtown, and which often involve storage facilities.

Lands Which Must Be Fully Serviced

Lands Which May Have Reduced Services

Future Industrial Developme

Map 5



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TOWN OF BONNYVILLE
GENERAL MUNICIPAL PLAN

ISSUE B – WESTWARD EXPANSION

The Town has expanded to the west by annexing lands which were part of the Municipal District of Bonnyville. Some industries are located in this area. Further development in this area could eventually pose a danger to the waters of Moose Lake and to the Town's water supply through seepage of industrial waste.

Policy 1

The Town will attempt to work closely with the Municipal District to ensure that no inappropriate development takes place in the area between the western town limits and the Moose Lake (ASP) area.

ISSUE C – BUSINESS DEVELOPMENT

Bonnyville has a wide variety of businesses and employers. Expansion in under-represented employment sectors could, however, create new jobs and act as a draw to the trading area population.

Policy 1

The Town will work with various town groups to establish economic development priorities. When promoting the town and marketing its land, the possibilities for developing the farm service sector will be studied.

ISSUE D – THE INDUSTRIAL ENVIRONMENT

Industrial development, without adequate attention, can end up looking unsightly and detract from the general appearance and liveability of the community. Many of Bonnyville's industrial areas are adjacent to the major entrance to the community. The Town wishes to make its industrial areas as attractive as possible.

Policy 1

Industrial uses will be located in industrial parks.

Policy 2

Where industrial uses are adjacent to, or visable from residential areas, adequate buffers and screening will be required.

Policy 3

Industrial uses which are, in the opinion of the Town, the local health authority, or the Department of the Environment, noxious or hazardous to human health, are not considered compatable with urban development and shall not locate within the Town.

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* An official planning document, the Moose Lake Area Structure Plan, provides detailed planning regulations for an area within approximately one mile of the lake.

PART VII
Commercial Lands and Development

TOWN OF BONNYVILLE VILLE DE

PART VII – COMMERCIAL LANDS AND DEVELOPMENT

Background

Bonnyville's retail and commercial area is an elongated one; it stretches out along Main Street for at least eleven blocks. A concentration of retail stores is found in a three block area between 49 and 52 streets; this area focuses on the Post Office and is considered as the downtown. In the downtown some retail activity has expanded to adjacent streets and on to 51 Avenue.

The eleven block area of Main Street is characterized by a variety of commercial and other development including:

- downtown type retail and commercial areas
- neighborhood type convenience stores
- a number of service stations and other secondary commercial areas
- motels, hotels and motor inns
- department and food stores
- office buildings including the Provincial Building
- a small "outdoor" type shopping centre
- older dwellings, some of which have been converted to commercial use

Shopping centres have been proposed at both the east and west ends of town, but neither has been built to date.

Bonnyville has a large area zoned for commercial development (C1). In this area there are approximately 25 vacant lots, 50 lots used for housing, and 30 lots used for secondary commercial activities. Development or redevelopment of all of these areas would allow for a doubling of the current commercial (downtown) floor space. There is therefore no apparent need to increase the size of the downtown.

ISSUE A – SHOPPING CENTRES

Two shopping centres have been proposed in the past. Each was to be located on the fringe of the town. With the revitalization of the local economy these proposals will likely be renewed and/or new ones will be presented. There is a fear that shopping centre development could harm the viability of the downtown which is the focus of the community.

Policy 1

The Town recognizes that shopping centre development would be beneficial to the community in terms of attracting a larger share of the trade area, reducing the amount of money spent in Edmonton, increasing the number of local jobs, providing the Town with further non-residential tax dollars, and providing residents with a wider variety of shopping environments. The Town therefore will support the development of a major shopping centre in an appropriate location.

Policy 2

The Town, however, recognizes the possible negative effects a shopping centre may have on the downtown and recognizes the importance of a viable and lively downtown in community life. The Town will therefore take steps to increase the viability and attractiveness of the downtown.

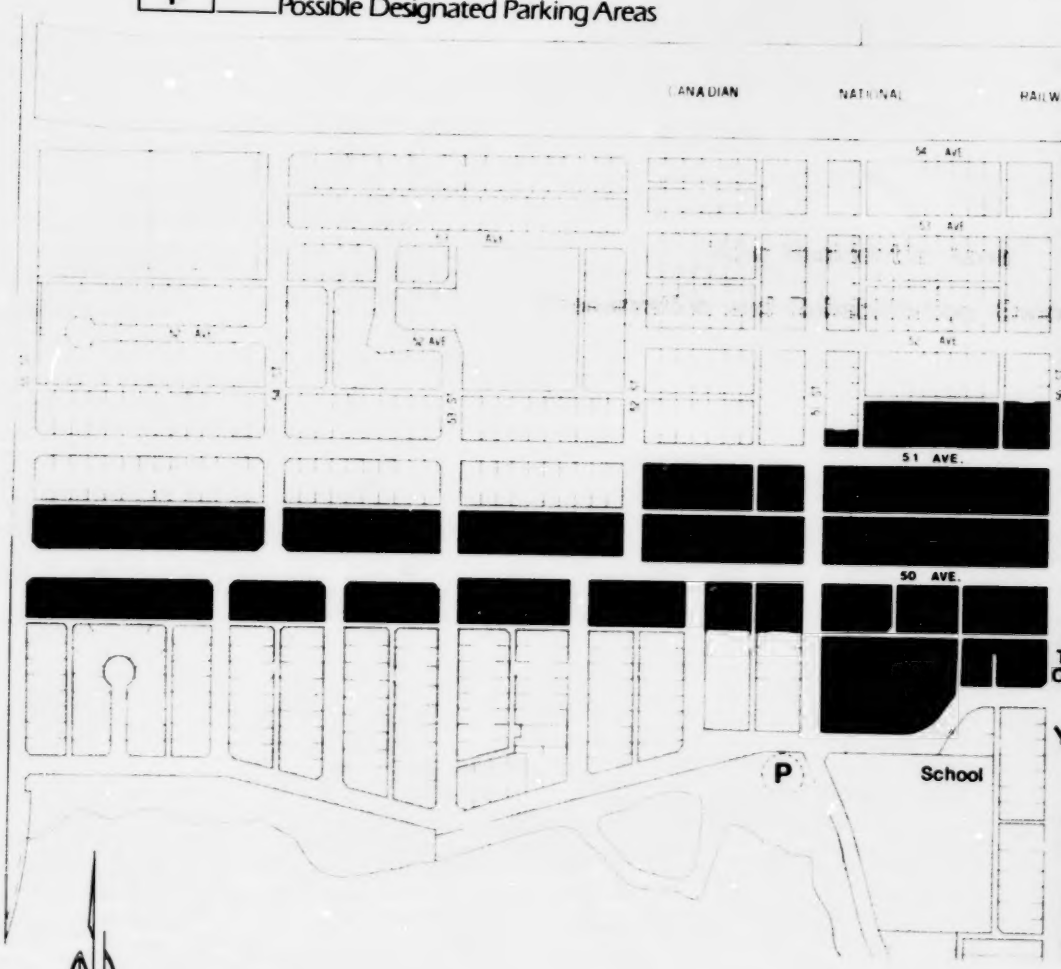
Policy 3

The Town recognizes that it alone cannot successfully carry out downtown improvements and that any improvement scheme is a joint responsibility between the merchants and the Town. The Town therefore encourages the preparation of a detailed downtown strategy by a joint group. This strategy will not only focus on physical improvements, but also on promotion and marketing. The Town will endeavour to bring the different groups together to begin this process and to set up the required administration mechanism needed to keep it going.

Commercial Core Area

Commercial Fringe Area

P ____Possible Designated Parking Areas



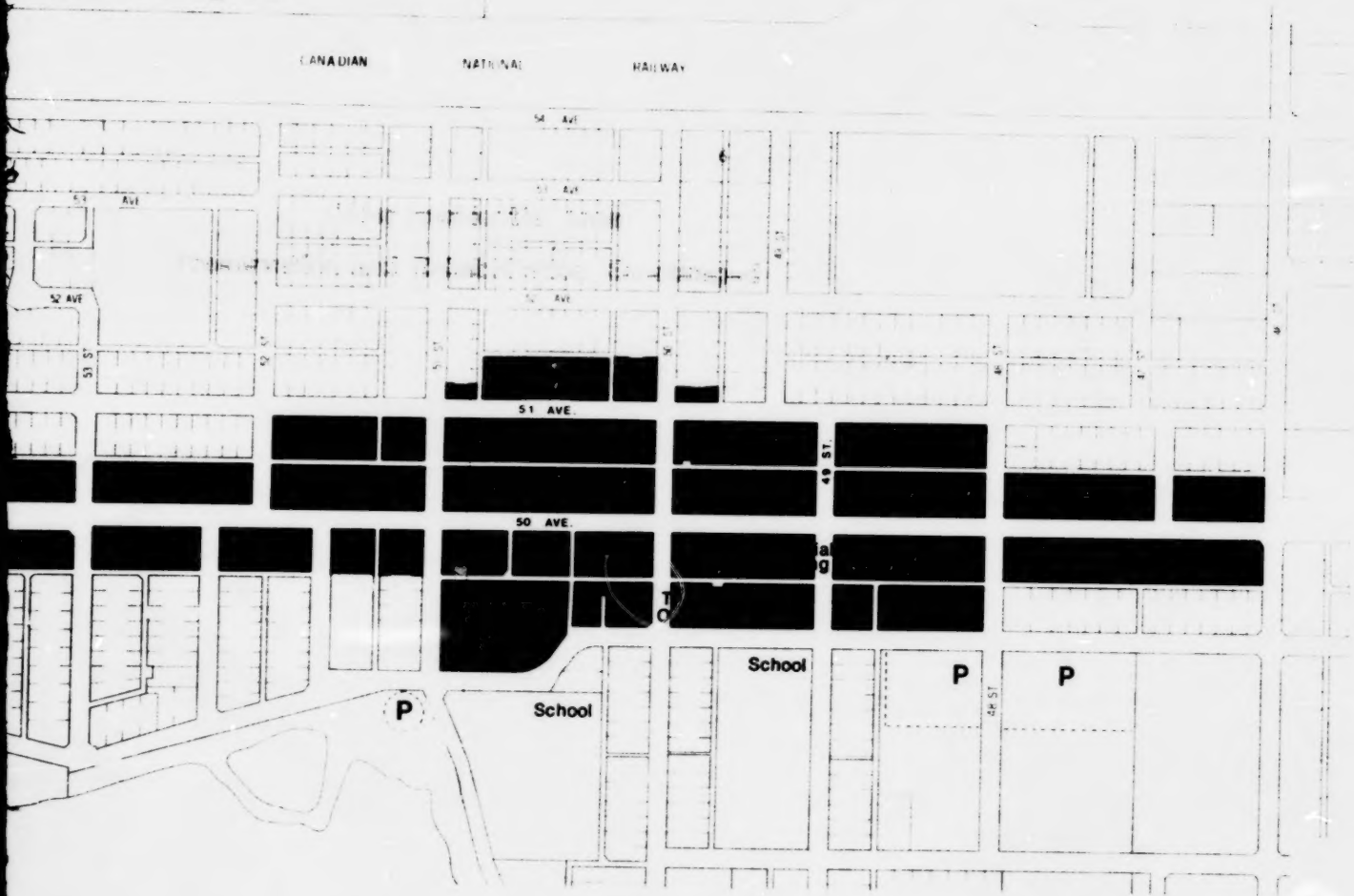
Downtown Planning Concepts

Map 6

ercial Core Area

rcial Fringe Area

Designated Parking Areas



n Planning Concepts

TOWN OF BONNYVILLE
GENERAL MUNICIPAL PLAN

ISSUE B – NEW BUSINESS LOCATION

Main Street is zoned for commercial activities (C1) from the 46 to 55 streets. While many downtown activities are concentrated in a three block area, others are scattered throughout an eleven block area. Continued development in this elongated fashion is not pedestrian oriented and increases dependance on the auto. There is a desire to see some commercial activity expand on to 49 and 51 avenues. There is also a strong demand to located new businesses such as service stations on Main Street. Some of the latter however do not comply with the ridged C1 allowable uses or regulations.

Policy 1

The downtown will be divided into a core and a fringe. The Town will encourage the development of new primary retail activities in the core area and discourage such new development in the fringe area, that is the extremities of Main Street. Motels, convenience stores, gas stations and other auto oriented businesses will be encouraged to locate in the fringe area.

Policy 2

The Town Land Use Bylaw will be reviewed and revised to reflect the core-fringe policy and the changing commercial trends. The list of allowable uses in the C1 and C2 districts is out-of-date and does not reflect current needs or realities. A greater degree of flexibility is required.

Policy 3

The Town will normally relax parking standards, in the core area. This policy is intended to encourage new development in the core area by putting all development on an equal basis. Some relaxation may also be permitted in the fringe area, but not on properties fronting on Main Street.

Policy 4

From time to time there will be efforts to expand the downtown area because of the nature of land ownership, land values and commercial enterprise. In evaluating such expansion requests (rezoning applications) the Town will pay particular attention to the nature of the proposed development, its impact on the surrounding residential area and the surplus of possible commercial sites.

ISSUE C – GOVERNMENT OFFICES

A large part of the core area of the downtown is taken up by institutional/office uses such as the Provincial Building and other Provincial and government offices. This leads to the use of prime parking spaces on Main Street by employees of these offices, limiting their availability to the shopper.

Policy 1

When new institutions and public offices are locating in Bonnyville or when existing ones are re-locating, they will be encouraged not to locate on Main Street, but on 49 or 51 avenues in the central area. This will eventually free up land for new commercial downtown development, and ease Main Street parking problems.

ISSUE D – PARKING

The availability of parking for downtown employees and customers is seen as a concern. Based on recent town survey 62% of residents have difficulty finding a parking spot. Several food/department stores provide large parking lots, but on the whole customers and employees rely on on-street parking. Municipal action/ intervention in this situation can include the increased regulation of on-street parking, the creation of off-street parking lots, and the encouragement of improved parking practices by employees and customers.

The parking problem is and will continue to be most acute in the downtown core area especially if further development takes place. In the survey 60% of the respondents said they would not like to pay for improved parking, while 30% were prepared to pay a small amount.

Policy 1

The Town owns several pieces of land in the vicinity of the downtown core. These are listed below in the priority in which they will be used to provide municipal/downtown parking.

1. OLD ARENA PARKING AREA
2. CURLING RINK PARKING AREA
3. FISH POND PARKING AREA

In each annual budget the Town will consider allocating funds for the improvement of one or more of these parking areas. This will include signs on Main Street to direct customers, employees and visitors to the parking areas.

Policy 2

Parking will be an issue to be addressed by the joint Town - merchant strategy group. The possible acquisition of other (privately held) lands for parking will be studied by this group.

Policy 3

In the review of the Land Use Bylaw the implications of higher parking standards will be studied.

Policy 4

The Town will explore the possibility of constructing walkways adjacent to the Post Office so that shoppers will have easy access to parking areas on 51 avenue.

Policy 5

All new business will be required to provide employee parking either on site or off site. Parking requirements for other than employees will be met by on site parking and nearby parking for both new development and re-development.

ISSUE E – RESIDENTIAL DEVELOPMENT IN THE DOWNTOWN

There are a number of people who apparently would like to live near or in the downtown area. If this took place it would be of benefit to both residents and merchants and would contribute to a more lively downtown area.

Policy 1

The Land Use Bylaw will be amended to allow for the contruction of apartment buildings and multi-use buildings in the downtown (fringe) area.

ISSUE F – CONVENIENCE STORES

It has been suggested that convenience stores in residential neighbourhoods might be needed.

Policy 1

The Town believes that a single neighbourhood cannot support a convenience store. Such a store would therefore attract traffic from other areas. The Town will therefore not allow commercially zoned land within residential neighbourhoods, and will limit convenience stores to the commercial area.

ISSUE G – DOWNTOWN APPEARANCE

There is a belief that the downtown could be more visually pleasing to local residents and visitors, thereby increasing commercial spending.

Policy 1

Municipally owned property and buildings will be kept at a high standard of maintenance and repair.

Policy 2

The coordination and compatibility of materials and facades in the commercial area will be encouraged.

Policy 3

Opportunities to enhance the appearance of the downtown through the use of street furniture, planters, etc. will be considered as long as they contribute to the liveability of the downtown without detracting from its efficiency.

PART VIII
Institutional Land Use and Historic Sites

TOWN OF BONNYVILLE
VILLE DE

PART VIII – INSTITUTIONAL LAND USE AND HISTORIC SITES

BACKGROUND

As a regional centre the Town of Bonnyville provides sites for institutional development which serves the surrounding area. Bonnyville is the regional centre for a number of Provincial government departments, the Municipal District of Bonnyviile, two school boards and several other regional bodies. Although no specific issues arose during the plan preparation the Town wishes to ensure that appropriate amounts of and suitable locations for institutional land are provided.

Policy 1

The Town and the two school boards will adhere to the Municipal School Agreement in creating new school sites.

Policy 2

The Town supports the idea of a government focus. Therefore, if there is a need for new government buildings, first consideration will be given to using land within the same block occupied by the Town Office and the new Provincial Building. This government focus will include centralized parking, connected walkways, and public open space.

Policy 3

Senior citizen facilities will be located in proximity to commercial and/or community facilities.

Policy 4

Churches will be allowed to locate in any district, as long as good vehicular access and adequate on-site parking are provided.

Policy 5

Institutional uses without specific locational guidelines will be permitted in any zone where they would be considered "good neighbours" to other permitted uses. For example, institutional uses of an industrial nature will be permitted in industrial zones, those of a commercial nature in commercial zones, and so on.

Policy 6

The Town wishes to recognize and encourage the preservation of points of historic interest. The Town recognizes the following as historic sites and encourages their registration with Alberta Culture.

- of Provincial interest
- of local interest
  - Duclos Mission site
  - Old water tower
  - St. Johns United Church (1917)
  - St. Annes Church (1919)

PART IX
Transportation

PART IX – TRANSPORTATION

Background

In the older part of Bonnyville the street system is in the form of a conventional grid. The newer areas are more curvilinear in nature. Main Street forms the spine of the community. It functions as a major highway as well as a commercial street. The linear nature of the town, the presence of Jessie Lake, and the dominant role of Main Street influence transportation planning in Bonnyville.

ISSUE A – ROAD HIERARCHY

Bonnyville needs to identify which roadways are to be known as arterials (or major town roads) and which are to be identified as collectors (or major neighbourhood roads). This will facilitate detailed land use planning, school bus routing and circulation improvement. Special attention has to be paid to the integration of adjacent neighbourhoods which developed in different quarter sections.

Policy 1

Map #6 shows the official street hierarchy. Wherever possible traffic will enter arterials at street intersections rather than from individual lots. At all intersections arterials will be the through street. Collectors will be the through street at intersections with local streets. The street hierarchy will be used as a basis for any street improvement program. Collectors shown in undeveloped areas are schematic and indicate general alignment only.

ISSUE B – LAKESHORE DRIVE

Lakeshore Drive is both a scenic route and a major traffic artery. Concern has been raised that this road is being used as a "speedway".

Policy 1

In the southeast corner of the S.E. 8 Lakeshore Drive will turn northwards before joining the north south road in order to discourage its use as an arterial for rural traffic.

Policy 2

The extension of Lakeshore Drive west of 55 St. will be developed when residential development takes place on the Town owned lands (NW 12).

Policy 3

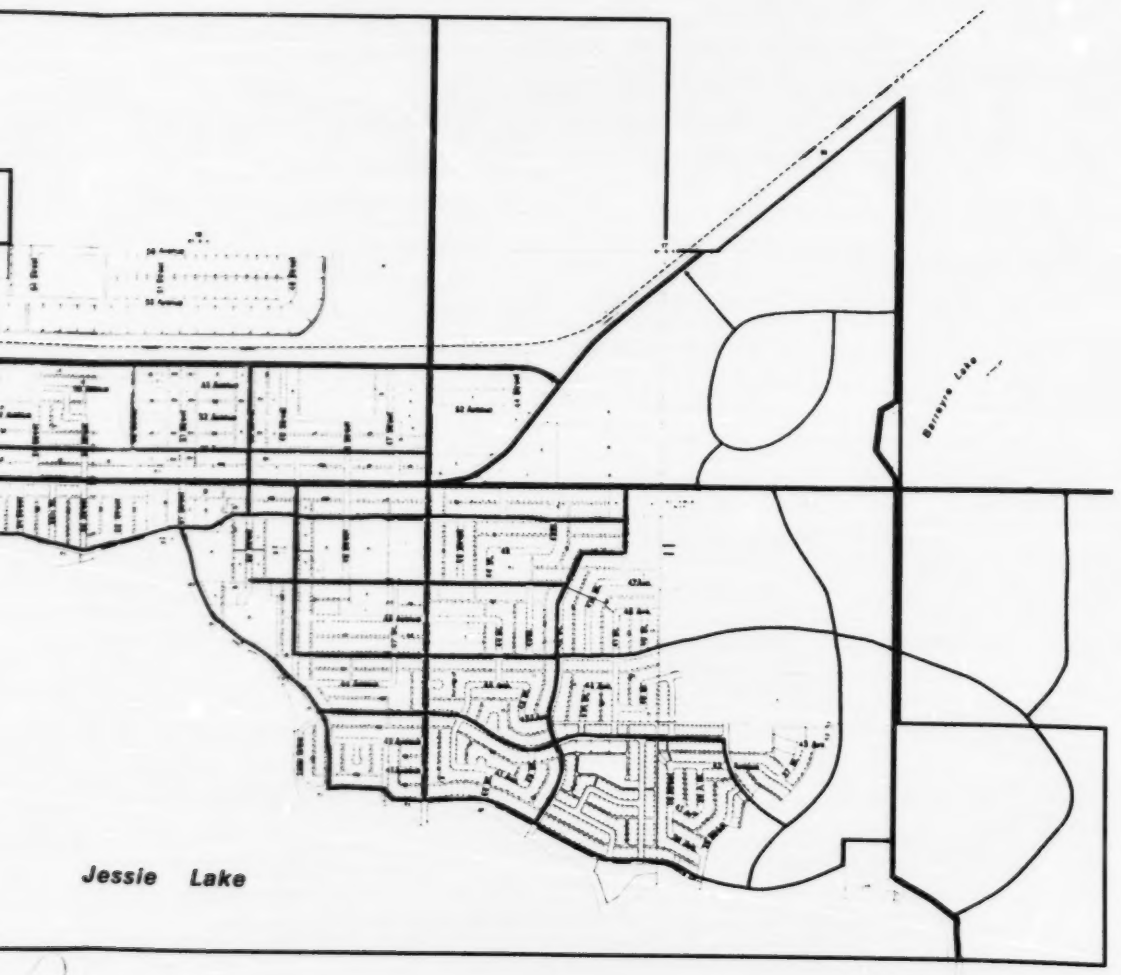
Lakeshore Drive will be kept in a park-like setting through the use of landscaping, adjacent trails and parks, and reduced speed limits. Hospital zone signs will be posted.

Arterial

Collector

Proposed Road Network

Map 7



TOWN OF BONNYVILLE
GENERAL MUNICIPAL PLAN

ISSUE C – PROBLEM CORNERS

There are a number of problem corners where traffic flow could be improved.

Policy 1

The Town will attempt to acquire and/or budget funds for

- improved signage and roadway improvements at 44 Avenue and 49 Street
- improved signage at 51 Avenue and 49 Street

ISSUE D – TRUCK ROUTE

The truck route has been developed along 54 avenue, but the entire route is not yet complete. Lands to the west of La Corey road have not been developed in this area.

Policy 1

Land for the westward extension of the truck route will be acquired as subdivision takes place. Construction will take place when development occurs. The eastward extension of the truck route to link up with SR 659 is a low priority.

ISSUE E – HIGHWAY 28

Major highways pass through Bonnyville. The highway environment should be a safe one and should give a good impression of the town.

Policy 1

The Town will pay special attention to the location of billboards along the entrances to town. These will not detract from the environment. Only locally relevant advertising will be approved.

Policy 2

Where possible limited access points and service roads will be constructed along Highway 28 and Highway 41.

ISSUE F – TRAVEL DIFFICULTY

The town is spread out to a degree that makes it difficult for some people especially senior citizens, to travel from their residence to work or to shopping or entertainment areas.

Policy 1

The Provincial transportation grant will continue to be used for taxis for senior citizens, transportation for disabled persons and the construction of wheelchair ramps where appropriate.

PART X
Utilities

TOWN OF BONNYVILLE VILLE DE

PART X – UTILITIES

Background

When development takes place or is anticipated and there is a desire to subdivide land or construct buildings the Town must ensure that its utility system can cope with the anticipated growth. The Town of Bonnyville Municipal Servicing Report (1979) prepared by AESL is the major reference with regard to water, sewer and drainage capacities.

The Town's sewerage lagoon is located to the southeast of the Town. The sewerage treatment system has several major components and the capacity of each is listed below.

TREATMENT FACILITY	8,000	population
PUMPING FACILITY (Main Lift; SE)	8,000	
FORCE MAIN (Treatment to Lift)	16,000	
MAIN COLLECTOR (Lakeshore Trunk)	16,000	

The Town obtains its water from Moose Lake approximately one mile west of the western town limits. The water supply and treatment system has several major components and the capacity of each is listed below.

INTAKE SYSTEM	12,000
RAW WATER PUMPHOUSE	8,000
RAW WATER SUPPLY MAIN	8,000
TREATMENT PLANT	8,000
TRASMISSION MAIN	6,500
STORAGE	8,000

The storm drainage system cannot be analysed as simply. The Town can be divided into four separate drainage areas. The older area is overtaxed; the other areas have been developed more recently and their systems are adequate.

When development takes place the Town normally assesses levies to help cover the costs which it will bear for both off-site and on-site services. Such charges cover the hard services (water, sewer and drainage) as well as recreation. The "development agreement" is the contract between the Town and the developer as to who is responsible for these services in relation to a specific development proposal. Although the Town attempts to maintain a level of consistency each development agreement is negotiated separately.

ISSUE

The Town wishes to adopt a number of general planning policies to ensure the orderly and efficient provision of municipal utilities.

Policy 1

All new development or redevelopment will be required to be on full municipal services, if those services are available to the part of town concerned. (full municipal services include water, sewer, storm drainage, street lighting and paved roads). This policy can be relaxed in the case of "special industrial areas" (see page 16). If development has taken place prior to all of these services being available, those developments will be required to take advantage of municipal services as they become available.

Policy 2

All development or redevelopment requiring extension and/or upgrading of the existing municipal services will be the subject of a development agreement with the Town of Bonnyville. The agreement will determine, among other topics, the sharing of costs and responsibilities in providing municipal services.

Policy 3

As a general principal, the developer will be responsible for all on-site servicing as well as all off-site expenses attributable to development.

Policy 4

Extension of the municipal service network will be guided by the sequence shown on map 7. The Town has been divided into two stages of development. Application for development in stage II will not be considered until stage I has been developed to a substantial extent.

Policy 5

The Town will only participate in cost sharing agreements in stage I. If a developer received approval to carry out a development in stage II he will be required to assume the full costs of on- site services. Also, he will be required to assume the full cost of all off-site services required to bring the development on-stream, rather than just his benefitting share. The Town, at all times, reserves the right to refuse or recommend refusal of applications that do not adhere to their staging plan.

Policy 6

All developments or redevelopments will be required to provide the appropriate easements and/or rights-of-way for required utilities (e.g., telephones, natural gas).

Policy 7

Development will follow guidelines from the "Town of Bonnyville Municipal Servicing Report, January 1979" and "Guidelines to Land Development, February ~~1979~~ 1986" which have been adopted by Council.

APPENDIX

General Municipal Plan Committee

Rene ~~Champagne~~ Champagne, Councillor
Dale Panteluk, Councillor
Leo Vasseur, Mayor
Larry Lysachuk
Bill Wowchuk
Gerry Tellier
Dr. David Skuba

Bill Newell, Town Manager
Wayne Jackson, Alberta Municipal Affairs

PART XI
Implementation

TOWN OF BONNYVILLE VILLE DE

PART XI – IMPLEMENTATION AND ACTION – SUMMARY

- Specific Land use Bylaw Amendments to be completed within four months of plan adoption.
  - make the construction of multi-family dwellings a discretionary use in the fringe area of the downtown
  - clarify the intention of the RDC district
  - review the amount of land allotted to "duplex development" and the regulations which apply
  - consider a change of zoning for two proposed apartment areas
  - review and amend the commercial zoning
  - review parking standards
- Specific actions to be taken by the Town

Action	When	By Whom
• annual analysis of housing situation	• fall of each year	• Town Manager • Staff • TDC
• town census	• spring of each year	• Town Manager • Staff
• disposal of reserve	• 1987	• Town staff • Council
• evaluation of possible high school sites	• 1987-88	• Town Manager • Town staff • TDC • School boards
• set up a body to establish economic development priorities	• by November 1987	• Town Manager • TDC • Chamber of Commerce
• bring downtown strategy group together	• by October 1987	• Town Manager • TDC • Retail merchants
• allocate funds for parking lot development	• fall of each year	• Town Manager and Staff • Council
• investigate walkway potential in vicinity of Post Office	• by October 1987	• Town Manager and Staff • TDC
• install hospital zone signs	• by September 1987	• Public Works
• pursue historic site designations		• Town staff • TDC
• road way improvements 1) 44 avenue/49 street 2) 51 avenue/49 street		• Public Works